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REVIEW OF THE EFFICIENCY OF THE ADMINISTRATIVE AND FINANCIAL FUNCTIONING OF THE UNITED NATIONS

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "United Nations system common premises and services in the field" (JIU/REP/94/8).

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ANNEX

JIU/REP/94/8

UNITED NATIONS SYSTEM COMMON PREMISES AND SERVICES IN THE FIELD

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Geneva
1994

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Acronyms

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
IAPSO	United Nations Inter-Agency Procurement Services Organization
IFAD	International Fund for Agricultural Development
IITA	International Institute of Tropical Agriculture
ILO	International Labour Organisation
ITU	International Telecommunication Union
JCGP	Joint Consultative Group on Policy
JCGP/CPSP	JCGP Common Premises and Services Project
JIU	Joint Inspection Unit
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNICs	United Nations Information Centres
UNIDO	United Nations Industrial Development Organization
VIC	Vienna International Centre
WFP	World Food Programme
WHO	World Health Organization

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EXECUTIVE SUMMARY AND RECOMMENDATIONS

Recent United Nations General Assembly resolutions on operational activities for development contain explicit provisions requiring organizations of the United Nations system to achieve as far as practicable integrated field structures and services. This requirement is also stipulated in the Relationship Agreements between the United Nations and the specialized agencies. The Secretary-General of the United has also forcefully promoted the principle of a unified United Nations system presence at the country level as a means to facilitating inter-agency collaboration and co-operation, reducing the overhead costs of programme delivery and enhancing the image of the United Nations family of organizations. The introduction reviews the legislative and policy context of this subject matter.

Chapter I sets forth the main objectives that should guide organizations of the System in the development and expansion of common premises and services, such as achieving maximum cost-savings, serving as a model of collaboration and efficiency worthy of emulation in the host countries, improving working and living conditions for field personnel and promoting the broader policy objectives for operational activities.

Chapter II reviews the present state of progress in the development of common premises, discusses the main issues that need to be addressed in order to facilitate the expansion of common premises world-wide, and summarizes the commendable work accomplished to date by the Sub-Group on Common Premises and Services of the Joint Consultative Group on Policy (SGCPS/JCGP)[1] including notably its cost-benefit analysis that shows the significant long-term cost benefits to be derived by the organizations by building their own office premises rather than renting on the commercial market.

Chapter III focuses on common services, examines their present scope, which is very limited, and outlines some practical and other obstacles that may impede the expansion of common services as urged by the General Assembly. The cost-saving potential of a global strategy of common services is underlined. A distinction is also drawn between common programme-related services which hold out prospects for significant cost-savings and common staff services which evoked widespread interest at the field level, especially at hardship duty stations, and which can be developed as self-financed services.

The report additionally highlights the very special role of ACC in the development of common premises and services, the cost benefits of which are estimated in the report to be close to <u>one billion US dollars</u> over a period of 10-15 years.

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[1] SGCPS/JCGP is referred to throughout the report by its new name: the JCGP Sub-Group on Common Premises and Services Project (JCGP/CPSP)

In the light of the foregoing, the Inspector makes the following main recommendations:

Recommendation 1 - Legislative authority for the specialized agencies

The relevant provisions of General Assembly resolutions relating to common premises and services in the field should be further submitted by the specialized agencies to their respective governing bodies, which should provide more precise legislative authority to their secretariats on the subject of this report in fulfilment of their treaty obligations under the Relationship Agreements they have concluded and ratified with the United Nations.

Recommendation 2 - Standard Representation Agreement

In his capacity as Chairman of ACC, the United Nations Secretary-General should initiate consultations with all appropriate parties with a view to achieving, to the extent possible, a new Standard Representation Agreement for all United Nations system field representations. The Agreement should inter alia:

(a) Translate into concrete operational terms at the country level the relevant Articles of the Relationship Agreements between the United Nations and the specialized agencies pertaining to maximum achievement of common facilities and services, and the avoidance of competition for and duplication of resources amongst the parties.

(b) Reflect more comprehensively General Assembly resolutions on field common premises and services as well as other policy directives relating to operational activities for development, with emphasis on maximum integration of these activities and the co-ordinating authority and role of the Resident Co-ordinator.

(c) Contain an explicit clause enabling United Nations system organizations to provide, when and if necessary, essential services to their field staff without restriction or prohibition.

(d) Take into account the need to reduce the financial costs of United Nations system field representations to host governments of low income and least developed countries.

Recommendation 3 - Administrative Committee on Co-ordination (ACC)

In view of the significant financial and other benefits to be derived by United Nations system organizations from the development of a world-wide programme of common premises and services, as suggested in this report, the executive heads of ACC should, among other measures:

(a) Set up an Ad-hoc Task Force, assisted by JCGP/CPSP, to work out and refine the legal, financing and other practical modalities for implementing such a programme under a medium or long-term strategy aimed at significant reduction of the overhead expenditures of their field programmes and projects, and improving social services for their field staff at hardship duty stations. The Task Force should report to the executive session of ACC by the autumn of 1995.

(b) Consider the feasibility of transforming JCGP/CPSP into an ACC sub-committee or Unit charged with responsibility for designing, developing and implementing the programme of common premises and services described in this report. The terms of reference, staffing, financing and management of the Unit should be elaborated by the Ad-hoc Task Force recommended under (a) above.

(c) Provide, in the context of recommendations 1 and 2, explicit instructions to their field representatives to participate fully in discussions and arrangements concerning common premises and services at the country level.

Introduction

1. In one of its earliest reports issued 25 years ago entitled "Co-ordination and co-operation at the country level" (JIU/REP/68/4), the Joint Inspection Unit (JIU) recommended that organizations of the United Nations system should achieve maximum co-ordination of activities at the country level, including uniformity of administrative and financial rules, and that they should be housed in a single building. Although this recommendation was reiterated in subsequent JUI reports, it took close to two decades to be fully endorsed in policy directives on United Nations system operational activities for development.

2. Three points deserve emphasis from the onset. Firstly, the requirement for United Nations system common premises and services is embodied in the Relationship Agreements concluded and ratified progressively since 1946 by the governing bodies of the United Nations and of the specialized agencies, without any exceptions. The standard article in those Agreements relating to "administrative and technical services" provides inter alia that the United Nations and the specialized agencies "recognize the desirability, in the interest of administrative and technical uniformity and the most efficient use of personnel and resources, of avoiding, whenever possible, the establishment and operation of competitive or over-lapping facilities and services among the United Nations and the specialized agencies." In the same standard article, the United Nations and the specialized agencies further "agree to consult together concerning the establishment and use of common administrative and technical services and facilities, insofar as the establishment and use of such services may, from time to time, be found practicable and appropriate".[2]

3. Secondly, the subject of this report lies at the heart of the **UNITED NATIONS COMMON SYSTEM** in its original and most practical sense. Viewed in this light, the report offers the organizations a practical opportunity for expanded collaboration inter-se in application of the terms and spirit of the common system to achieve significant economies and slash their intrastructural and operating costs. Thus the fundamental question is how the United nations system can and should make more effective use of its common system mechanism to restrain budget increases, in recognition of the fact that while constituent organizations of the system have separate and distinct budgets, these are financed by the same Member States and taxpayers.

4. Thirdly, although the present report is concerned essentially with the field level, the principle of cost-effective common premises and services applies with equal force to headquarters duty stations, as unevenly practised in Vienna (Vienna International Centre) or Geneva (Palais des Nations).

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[2] These Relationship Agreements have been reviewed more comprehensively in a recent JIU report on the subject (JIU/REP/93/3).

5. The need to streamline and upgrade the efficiency and suitability of United Nations system field facilities and services has been given more ringing urgency by the recent dramatic expansion in the number, scale and complexity of United Nations operational missions around the world. The precise current number of field-based United Nations technical assistance personnel, military and civilian peace-keepers and observers, emergency relief operators, human rights and election monitors, etc., may be difficult to surmise. But the definite fact is that the United Nations is now more operational and more present in the field than ever before in its history.

6. This significant evolution in the field thrust of the United Nations and the need to check rising overhead costs provide a necessary and sufficient justification for unifying and strengthening United Nations system back-up facilities and services at the country level. In recognition of this imperative need, the United Nations General Assembly has repeatedly called upon organizations of the system to achieve common premises and services in the field.

7. **Resolution 42/196 (1987)**: The Assembly "invites the governing bodies of the organizations of the United Nations system urgently to review and rationalize their field office structure to enhance co-operation, coherence and efficiency through, inter alia, increased sharing of facilities and services".

8. **Resolution 44/211 (1989)**: The Assembly requests "all organs, organizations and bodies of the United Nations system to make, without delay, the necessary arrangements, in co-operation with host Governments and without additional cost to developing countries, to establish common premises at the country level, and to request the Director-General to include in his annual reports on operational activities information on progress made in this area".

9. **Resolution 46/219 (1991)**: The Assembly "requests the Director-General to include in his report an assessment of progress made in achieving common premises and to propose a plan for the full achievement of this objective, where feasible and appropriate and without any additional costs to developing countries".

10. **Resolution 47/199 (1992)**: The Assembly "welcomes the decision of the JCGP to set a target for increasing the number of common premises, while emphasizing that this should be achieved in co-operation with host Governments in a way that increases efficiency, through, inter alia, consolidation of administrative infrastructures of organizations concerned, and does not increase the costs for the United Nations system or for developing countries".

11. **Resolution 48/209 (1993)**: The Assembly "reaffirms the need to increase the number of common premises, in co-operation with Governments, in a way that increases efficiency through, inter alia, consolidation of administrative infrastructures of the organizations concerned ..."

12. Since 1992 the Secretary-General of the United Nations has also vigorously promoted the principle of a unified United Nations system presence in the field. This principle is now being applied for new offices, such as in Namibia, or Eritrea, to serve as examples of United Nations system collaboration and co-ordination in the field.

13. JCGP, which comprises UNDP, UNICEF, UNFPA, WFP and IFAD, has taken a clear lead in developing and expanding common premises and services in the field, in line with the above-mentioned General Assembly resolutions and the strong advocacy of the Secretary-General of the United Nations. UNDP, which requested the JIU to prepare the present report, constitutes together with UNICEF the core of the JCGP Sub-Group on common premises and services. The JCGP members are primarily funding and operational organizations accounting for over 15'000 field staff or about 70 per cent of total United Nations system field representation. The full achievement by the United Nations system of common premises and services in the field therefore depends ultimately on the progress that can be made in this area by the JCGP organizations (see chapter II).

14. The United Nations specialized agencies with field representation are not yet fully involved in the development of field common premises and services. In 1991 the ACC adopted the following position:

> "While the sharing of common premises is not a sine qua non for more effective co-ordination at the country level, it could be greatly facilitated by it. The sharing of premises and services could additionally bring about economies".
>
> "It is the policy of all organizations to encourage the sharing of premises; particular requirements or material conditions may nevertheless impose limitations on such sharing and hence warrant other arrangements".
>
> "It is recognized that the establishment of United Nations field premises has to take account of conditions on an individual country basis and to correspond to the wishes of the host Government. In a number of countries, sectoral ministries desire that, in view also of the nature and extent of their collaboration on an ongoing basis, the sectoral agency of the United Nations be located in the relevant ministry; some sectoral agency representatives are in fact integrated with the relevant ministry. In other instances the host Government authority provides free or subsidized accommodation for the United Nations agency".
>
> "Subject to the foregoing, all field representatives are requested to co-operate fully with resident co-ordinators in achieving the maximum degree of sharing of common premises and services" (A/46/206/Add.3).

15. Despite this conditional ACC support for common premises and services, and as though disregarding the legal injunctions contained in the above-mentioned Relationship Agreements and General Assembly resolutions, a few specialized agencies, especially FAO and WHO, have in practice adopted what seems like a principled stand against participation in field common premises and services,

invoking their constitutional identity and autonomy, or free accommodation in their respective government counterpart ministries. The limited cases where these agencies participate in common premises have been prompted by security and safety considerations or by firm host government policy to provide a common roof for the organizations represented within their territory.

16. Overall, however, the trend towards common premises and services in the field has picked up momentum. It can be considered to be well established at the level of JCGP organizations which have demonstrated its feasibility and benefits. The objective of the present report, therefore, is not to seek renewed legislative endorsement for this policy but rather to suggest practical ways and means of implementing it more comprehensively, in as many countries as possible and with the participation of all United Nations system organizations including those not yet represented in the field, since their field project personnel, technical missions and visitors also place demands on field facilities. Those demands are not cost-neutral.

17. The Inspector's concept of common premises and services as used in this report is guided by an earlier JIU report on "Common Services of United Nations Organizations at the Vienna International Centre (VIC)" (JIU/REP/84/10), which used the following set of principles contained in a Memorandum of Understanding among the VIC-based organizations: (a) Common services are established for the purpose of realizing economies without loss of effectiveness, efficiency or quality of services; (b) Common services must be viewed as a partnership. These two basic principles imply that there must be cost-benefit for all participants; improved effectiveness, efficiency and quality of the services provided; and full partnership and equality in the operation of services.

18. The preparation of this report has benefited from the significant work already done on the subject by the JCGP Sub-Group on common premises and services, whose analysis and data have been used with the kind permission of the Sub-Group. Besides JCGP sources, first-hand information for the report was obtained from field missions and from a questionnaire prepared by the Inspector and completed by most organizations of the United Nations system. The Inspector records his appreciation to all those who collaborated in this task.

I. MAIN OBJECTIVES

19. Information gathered for this report suggests that the design and expansion of United Nations system integrated field structures and services should aim at the following main objectives:

20. Maximum cost savings; The organizations should deliberately strive to reduce their operating and other overhead costs generally and more particularly at the field level in view of the steady decline of development resources world wide and the Member States' growing emphasis on greater efficiency and cost controls. Because of this new reality, the organizations are required collectively to be more cost-conscious and thrifty than ever before in the deployment of the resources at their command. The JCGP organizations have demonstrated the long-term cost-saving impact of integrated field structures (see chapter II).

21. Practical example of collaboration: United Nations system organizations exist primarily to promote multilateral collaboration and co-ordination in the search for peace and security and collective solutions to development and humanitarian issues. Logically, the organizations should give a practical example of such collaboration by working together as a unified field force to achieve common goals. Additionally, United Nations system common services should aim at the highest standards of efficiency and reliability so as to serve as models of excellence worth emulating in the host countries.

22. Improvement of staff working and living conditions: The generalization of common premises and services should seek to upgrade the adequacy, suitability and security of working and living conditions for field staff, with a view to making field service more attractive, particularly at hardship duty stations. Such vital improvements are rendered all the more necessary by the surge in peace-keeping and emergency relief operations or election monitoring activities in countries where basic infrastructures and services may be limited.

23. Improved working and living facilities in the field should additionally be viewed as a means to enhancing field staff performance and productivity and to reducing the costs of field representation through, inter alia, the elimination of the hardship element from remuneration packages.

24. Decentralization: The improvement of working and living conditions in the field, including particularly, essential staff services like high quality medical care, educational facilities for dependants or duty-free food stores at hardship duty stations, should be seen in the context of facilitating the outposting of staff to the field or their rotation between the field and headquarters. Therefore, the expansion and improvement of common field facilities should in a way be responsive to the decentralization processes advocated by the governing bodies of the United Nations system, as well as by JIU in its recent report on "Decentralization of organizations within the United Nations system" (JIU/REP/92/6). It is not surprising in this regard that the JCGP organizations, which together have the majority of their staff outposted to the field, have taken the lead in developing and upgrading common field facilities.

25. Besides the JCGP, however, other organizations of the United Nations system are concerned by the subject of this report. Organizations without country-level representation of their own rely almost exclusively on existing field facilities of other organizations, especially UNDP, for a whole range of support services including the organization of meetings, servicing of project personnel, technical missions and visitors, provision of information or completion of questionnaires, which consume much of the precious time of the field staff. Thus organizations which balk at decentralization nevertheless reap the benefits of the decentralized structures of other members of the System, at little or no cost to them. A central administrative services unit common to and financed proportionately by the organizations to perform United Nations common system tasks at the country level, would relieve the field offices of administrative overload, enabling the staff to concentrate on more substantive programme-related issues.

26. Broader policy objectives: Unified field structures and services should seek to provide the mechanics and incentives for working towards the attainment of broader policy objectives for operational activities for development, such as the harmonization of programming approaches and cycles as well as administrative and financial rules and procedures, enhancing the collective critical mass of the organizations through integrated country strategies, or facilitating the role of the Resident Co-ordinator.

27. Support to headquarters: Integrated field facilities and services should in addition provide efficient support to United Nations system programmes and operations at the regional and headquarters levels by performing a whole range of tasks and liaison services for the entire United Nations family, serving as a primary channel of consultations and information flow between the country and regional/global levels, or providing logistic support and briefing to field missions.

28. Image of the United Nations system: Field common premises and services should by design equally aim to breed a sense of togetherness and mutual dependence among field staff by strengthening United Nations family ties, stimulating the flow of ideas and information and the sharing of programme tools, all of which should enable the organizations to inter-relate physiologically as a system. That in turn would burnish the country-level image of the United Nations family of organizations.

29. The following two chapters review the present scope of common premises and services and the main issues for consideration in evolving a comprehensive approach to implementation of the relevant General Assembly resolutions on the subject.

II. COMMON PREMISES

A. Present situation

30. Implementation of the concept of a unified United Nations system presence at the country level has only barely begun. Table 1 on page 8 indicates that only 33.5 per cent of United Nations system field offices are shared either as host or tenant with more than one organization. A more detailed city-by-city picture of the present scope of field common premises is provided in the Annex to this report, which shows that only at about 28 field duty stations are office premises shared by five or more organizations. The implication is that the United Nations system still has a long way to go to implement the concept of integrated field offices pursuant to General Assembly resolutions.

31. Many organizations validly argue that it may not be economic for them to vacate office accommodation freely provided by the host government to join rented common premises, irrespective of the recognized benefits of sharing office space. However, as shown in table 2 below about 75 per cent of the organizations' field offices are currently rented, and only 21.6 per cent of them are provided free of charge by host Governments.

32. In addition, several organizations report that office premises freely provided by host governments are in many cases inadequate or inappropriate for their operational needs, and that the costs of utilities, maintenance and repairs are relatively high at some duty stations. Some organizations with free separate premises are moreover concerned about their security at high-risk duty stations, where it has been shown that the organizations are better protected when grouped in a common building, notable examples being Afghanistan, Angola and Zaire.

33. Furthermore, host government officials in some least developed countries have expressed their displeasure at the fact that, despite their desperate need for development resources, they are literally placed under constraint by some specialized agencies to provide them with free office premises notwithstanding the fact that the same agencies receive no such similar generous treatment in their headquarters locations. The need for a non-discriminatory standard representation agreement applicable to both headquarters and field duty stations was emphasized.

34. In the same vein, other governments point out that, although they provide free office space to some organizations, they lack adequate space for their own needs, and that the construction of United Nations system common premises without additional costs to them would be benefitial to the host Government as well. Moreover some governments have indicated their preference to treat equally all organizations represented within their territories by either providing free office accommodation to all or not providing it to any of them. Thus the availability of free office space to some organizations in a limited number of cases may not by itself constitute an obstacle to concerted United Nations system efforts towards the achievement of integrated field offices in as many countries as possible.

Table 1: Scope of common premises as of August 1994*

	Country offices/ sub-offices		Regional or sub-regional offices		
	shared 1/	not shared	shared 1/	not shared	Total
Africa	85	151	7	14	257
Asia/Pacific	62	100	2	7	171
Middle East	4	43	1	4	52
Europe	21	43	2	2	68
Latin America/and the Caribbean	36	75	4	18	133
North America	10	9	2	2	23
Total	218	421	18	47	704
%	34.1	65.9	27.7	72.3	shared: 33.5 not shared: 66.5

1/ Number of offices shared as host or tenant with more than one organization.

Table 2: Rented, owned and government-provided office accommodation as of August 1994*

	Country offices/ sub-offices		Regional/sub-regional offices		Total	
	No.	%	No.	%	No.	%
a) Rented	502	78.6	31	47.7	533	75.7
b) Provided free	126	19.7	26	40	152	21.6
c) Owned	11	1.7	8	12.3	19	2.7
Total	639	100.00	65	100.00	704	100.00

*/ Two organizations did not supply data.

B. Main issues for consideration

35. On the basis of the information provided by the organizations during field visits and in a JIU questionnaire for this report, the majority of them subscribe to the principle of shared office premises in the field. Attention was however drawn to a number of issues which need to be addressed or kept in mind in evolving comprehensive arrangements for common premises.

36. A central government policy is lacking in many countries regarding the conclusion of representation agreements with United Nations system organizations. These agreements have been concluded at very different dates by different sectoral ministries with individual organizations, and the provisions or advantages they offer vary from one country and organization to another. For example, ITU field representations are not only entitled to free office space but also to free-of-charge utilities, maintenance and repairs, free telecommunication and postal services as well as free transport equipment. Thus host governments prepared to implement the concept of integrated United Nations system premises are nevertheless confronted with the difficulty of achieving that end without prejudice to the special advantages accorded to some organizations by existing representation agreements concluded by their sectoral ministries.

37. The possibility therefore should be considered of encouraging host governments to conclude a new, uniform representation agreement with United Nations system organizations, properly reflecting the new policy dispensations regarding operational activities for development, such as maximum integration of these activities, integrated United Nations system presence, and the co-ordinating responsibilities and functions of the United Nations system Resident Co-ordinator.

38. Government decisions on the allocation of United Nations system common premises or land to build are taken in some countries by an interministerial committee, which may take long to establish or convene and whose decision-making process may be quite long. Experience indicates that negotiations with host governments either for the allocation of a building to house the organizations or for the donation of tax-free land for construction of common premises can take as long as five years, if not more. Because such delays could constrain the speedy generalization of integrated field structures, the United Nations Secretary-General, as Chairman of ACC, should formally communicate the relevant provisions of the Relationship Agreements and General Assembly resolutions on this subject, to host governments in order to secure their full co-operation in the development of common premises.

39. The ACC position on this subject, which is quoted in the introduction, is not considered by the Inspector to be as strong and explicit as it should have been in the light of the General Assembly's forceful policy directives on the subject. Whereas the ACC does not consider common premises to be a sine qua non for increased collaboration at the country level, the General Assembly, the Economic and Social Council, the Secretary-General of the United Nations and the Joint Inspection Unit, take the opposite view that the practical sharing of field

facilities and services is a necessary precondition as well as incentive for improved co-ordination and collaboration on more substantive, programme-related issues.

40. The findings of this report indicate that, with the consistent exception of ITU, only in very rare cases are the sectoral agencies freely integrated within their counterpart government departments. In many countries, for example, services of the same Ministry (e.g. health or agriculture) are scattered among several separate buildings and tend to compete for scarce suitable premises. The free accommodation provided to agency representatives in some countries is exiguous, not properly maintained and often unsuitable for their operational needs.

41. The main concern of the agencies therefore is not so much the loss of government-provided free premises as the possible loss of their constitutional identity and operational autonomy within shared office space or the weakening of their privileged links to counterpart sectoral agencies of government and to respective headquarters.

42. Partly because of that concern, many agency representatives insist on seeing the common premises concept fully tried out in a few countries, and on having hard evidence of its demonstrated cost-benefits and efficiency before they can embark on the train. The Inspector finds this concern justified but believes that the ACC needs to adopt a clearer and firmer policy commitment, similar to that of the JCGP organizations, so that common premises can be implemented with maximum coherence and uniformity throughout the field, in pursuance of the relevant provisions in the Relationship Agreements between the United Nations and the specialized agencies.

43. The role of the Resident Co-ordinator is judged by many field staff as critical to raising central government awareness about the need and benefits of United Nations system integrated field structures in accordance with relevant General Assembly resolutions, and to building consensus on the subject among all members of the United Nations system at the country level. By their sustained advocacy, tactful persuasion and management/co-ordination style, some Resident Co-ordinators, such as in Cameroon and the Philippines which were among the countries visited in connection with this report, were found to be quite successful in advancing the concept of common premises both at the level of central government and United Nations field representation.

44. Conversely, field representatives note attitudinal barriers to common premises and services under UNDP leadership in cases where the overall management and public relations competence as well as personality of the Resident Co-ordinator are perceived to be in doubt, and such cases are apparently not rare. Similarly, operational inefficiencies in any UNDP field office represent a liability for the development of common premises and services.

45. Major field duty stations, like Bangkok, New Delhi or Nairobi, are considered to be a special case where the principle of common premises cannot be rigidly applied. However, the fact that the ECA building in Addis Ababa and the ESCAP building in Bangkok are shared by several organizations proves that

the concept can be applied as well at field duty stations with significant United Nations system presence if an appropriate single building or complex can be secured or built for that purpose. In this connection it may be worth drawing on the experience of organizations sharing the Vienna International Centre, where common services were instituted in 1984 following a JIU report to that effect.

46. The special needs of some organizations are also highlighted as requiring attention in the context of shared office premises. For example, UNHCR field offices are not permanent and are usually in daily contact with refugees, who either arrive singly, in small groups or in a major flux, which could be inconvenient for other United Nations system tenants of a single building. Similarly, United Nations Information Centres are required by their mandate to be visible and accessible to the general public, which often implies that they should be located at city-centre, and should have adequate space for the display and public use of their information resources. For this reason a United Nations system common building not located at city centre would not be ideal for the effectiveness of UNICs.

47. The ILO reports that because its recently constituted international multidisciplinary field teams may be transferred from one city to another to meet changing needs, it cannot plan its accommodation requirements in common premises over the long term. In its opinion participation in common premises might not be feasible in certain countries where the tripartite constituents of the ILO may attach great importance to separate and identifiable premises. For these reasons the ILO prefers to reserve the right to consider each proposal on a case-by-case basis and to opt out of shared premises when warranted by circumstances.

48. The financing of common premises has not been fully addressed at the level of ACC or by individual organizations outside the JCGP framework. Only few organizations seem to have a separate and distinct budget line for field offices. For the specialized agencies the main source of financing is the regular budget. The lease-to-purchase financing modality used by the JCGP organizations seems to promise long-term financial gains for the specialized agencies as well by reducing ultimately their regular budget allocations for field premises in favour of more substantive programme activities (see cost-benefit analysis in table 5, page 16).

49. Some organizations use the principle that rental costs in common premises should not exceed rental costs in their existing separate accommodation. UNIDO, which for now depends on a unified field office structure with UNDP, reports that it cannot make commitments of more than one year for rental of common premises in view of its budgetary difficulties. UNIDO also sees the need, stressed by several other agencies, for a standard and transparent costing modality or rule in order to avoid differing rates from one country to another. It is generally agreed that field representations now accommodated freely can only view their participation in rented common premises as a medium to long-term option.

50. The appropriate location of common premises is considered to be an important factor that is likely to attract the participation of an optimal number of field representations, including those of the Bretton Woods institutions and even of multibilateral agencies. In the general view of field representatives, a common United Nations system building or complex should not be sited too far away from the city-centre, or from host government departments and services with which field representations are required to be in constant contact. It was observed that peri-urban locations could generate additional costs of transportation to and from government buildings and essential services (e.g. bank, travel agencies, airports, etc.),could make it difficult to attract other than United Nations system tenants where extra office space exists for leasing, and could be liable to security risks.

51. These three points have been underscored by the WHO Regional Office for Africa, in Brazzaville (Congo), which is located about 12 kilometres away from the city centre and therefore has to provide transportation twice every working day to its general service staff who number over 200. In times of social unrest the road to the Regional Office has been sealed off by security, as happened in November 1993 when the office was virtually paralyzed because general service staff could not travel to work. It was pointed out that had the WHO Regional Office building been located within the city, as other WHO Regional offices, or the ECA building in Addis Ababa, it would have been ideal for sharing with other United Nations system representations and for developing system-wide common services in Brazzaville.

52. Management of common premises. Field representatives generally stressed the need to avoid excessive formalism in the operation and management of common premises and services. UNDP, which currently operates the secretariat of the JCGP Sub-Group on Common Premises and Services, has been delegated, for now, the responsibility to manage field common premises once completed. However, it was observed in the countries visited that no organization should be both landlord and tenant and that more professional and cost-effective options should be left open, such as a private sector contractor or an independent inter-agency unit which could develop and apply standard guidelines to ensure that all tenants are treated equally. It was also emphasized that whatever modality is applied, common premises should be managed with optimal efficiency, should guarantee the operational autonomy of the tenants, and should facilitate direct working links between field representations and their counterpart government ministries on the one hand, and respective headquarters on the other.

53. Although the above list of issues hardly exhausts the various views and nuances of opinion expressed by United Nations system field and headquarters officials on the question of common premises, they point to the consensus that significant expansion of common premises in the field is entirely feasible provided a number of policy and practical questions can be effectively addressed by the host governments and United Nations system organizations.

54. Firstly, ACC should provide more forceful support for the principle of common premises. Secondly, individual organizations should give explicit instructions to their field representatives to participate in common premises projects. The Inspector would further recommend that the relevant provisions of the Relationship Agreements and General Assembly resolutions cited in the introduction to this report should be brought for further recognition and more forceful action to the attention of the governing bodies of the specialized agencies with a view to strengthening the legislative basis for common premises at the country level. The significant work already accomplished in this respect by the JCGP organizations should serve as a good example, which is reviewed below.

C. The JCGP Sub-Group on Common Premises and Services

55. This Sub-Group, operating under the authority of the JCGP organizations, exists primarily to encourage the sharing of premises and services in the field. The Sub-Group operates both at headquarters and increasingly at country level. It publishes a quarterly newsletter entitled "Common Premises World-wide" and has done considerable work in promoting the construction of common premises. The Sub-Group also seeks to heighten awareness about the issues involved and the progress being made in the development of more appropriate office facilities.

56. The Sub-Group's objectives are amongst others to:

(a) establish common premises in as many countries as possible consistent with the relevant legislative mandates and directives of the Secretary-General of the United Nations and the executive heads of the JCGP organizations, considering that common premises will strengthen rationalization of field office structures and inter-agency collaboration;

(b) achieve maximum cost savings in view of present severe resource constraints on the Member States and the organizations;

(c) strengthen the management and effective delivery of programmes through a unified field presence and structure;

(d) in pursuit of the above broad objectives, the Sub-Group plans to increase by five-fold, as recommended by its parent body (JCGP), the number of common premises world-wide by commencing construction of 44 projects over a five-year period, at an estimated cost of over US$417 million.

57. Cost-Benefit Analysis: In April 1993 the Sub-Group collected data from 39 countries on actual rent, utilities and maintenance costs paid by each JCGP member in the field for the year 1993, and the estimated costs for the years 1994-1995, with a view to a comparative analysis of the cost of renting versus the cost of building common premises. The results of this comparison are summarized in an addendum to document Rev.5/18/05/93, and reproduced in the following two tables:

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Table 3. Cost of renting by JCGP organizations in 39 countries: 1993-1995

Region*	Rent	Utilities	Maintenance	Total
Asia (5)	3,456,359	1,209,077	1,899,956	6,565,392
Latin America (8)	4,693,481	1,382,137	1,432,678	7,508,296
Arab States (6)	5,010,617	919,095	1,469,478	7,399,190
Africa (20)	10,647,197	6,485,544	4,993,937	22,126,678
Europe (1)**	0	8,500	12,500	21,000
TOTAL	23,807,654	10,004,353	9,808,549	43,620,556

* Number of countries in each region indicated in parenthesis.
** Data only for 1993.

Table 4. Difference between renting and construction

Rental for 39 countries including utilities and maintenance 1993-2012 (in US$ millions)		Construction + utilities + maintenance in 44 countries 1996-2015 (in US$ millions)		Difference in US$ millions	
(a) 7% inflation rate	(b) 10% inflation rate	(c) 7% inflation rate	(d) 10% inflation rate	(a) - (c)	(b) - (d)
597.07	832.78	531.94	577.28	64.13	255.50

- Note difference in number of countries 39 for renting and 44 for construction.
- It is important to remember that under rental no provision was made for future expansion while under construction, provision was made for expansion.

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58. The Sub-Group projects the cost data in table 3 over a 20-year period (1993-2015) at inflation rates of 7 per cent and 10 per cent to arrive at cost-estimates given in columns (a) and (b) of table 4. The estimated cost of constructing new common premises in 44 countries is calculated at US$150 per square foot (for "soft and hard costs") and projected over a 20-year period (1996-2015) at inflation rates of 7 per cent and 10 per cent. The comparison reveals that by constructing common premises in 44 countries as opposed to renting in 39 countries, the JCGP organizations will achieve estimated financial benefits over a twenty-year period in the order of US$ 64 million at an inflation rate of 7 per cent and US$ 256 million at an inflation rate of 10 per cent per annum.

59. These financial benefits were further amplified by a more expanded and refined cost-benefit analysis prepared in October 1993 using data provided by United Nations system field offices in 120 countries. This updated analysis, which is summarized in following table 5, demonstrates the impressive cost benefits of the lease-to-purchase common premises option as opposed to the present pattern of predominantly separate and rented premises. Because this analysis includes data provided by the field offices of the specialized agencies, it also clearly demonstrates the significant long-term reductions the agencies will obtain in their regular budget allocations for field offices by participating in common premises projects under the lease-to-purchase modality.

60. These very significant cost differences between construction and renting of common premises definitely justify unreserved support for the option of expanding construction of new premises. This option moreover presents other major advantages such as the guarantee that premises built to standard United Nations system requirements will be both adequate and suitable for present and future field office accommodation needs of the organizations. The construction option also permits the replication of a standard model, like the one proposed for the common building in Kinshasa, which has been designed taking many factors into account, including tropical conditions and multiple use possibilities allowing for internal adjustments of space as may be required by new circumstances or even the conversion of office space into staff appartments. Such a standard model could be replicated in many countries with only minor adjustments, thus saving on architectural engineering costs.

61. More important still, the construction option enables the United Nations system at the country level to control rental and maintenance costs, which is now impossible on the private market, and frees governments of low-income countries, which are usually host to significant United Nations system presence, of the obligation and cost of providing office accommodation to the organizations.

Table 5. Up-dated analysis: Comparative Analysis between continuing to rent and Lease/ Purchase Arrangement for all Agencies (Millions US Dollars)

Program Year	Calender Year	Do Nothing					Lease-Purchase					Summary and Comparison		
		Rent	Operating	Subtotal	Capital	Total	Rent	Operating	Subtotal	Capital	Total	(a) Do Nothing	(b) Lease Purchase	(a-b) Savings
	1993	22.27	15.40	37.67	9.94	47.61								
	1994	24.01	16.97	40.98	10.81	51.79								
	1995	24.92	18.69	43.61	5.82	49.43								
1	1996	26.66	20.00	46.66	6.23	52.89	42.50	4.26	46.76	0.00	46.76	52.89	46.76	6.13
2	1997	28.53	21.40	49.93	6.66	56.59	42.50	4.56	47.06	0.00	47.06	56.59	47.06	9.53
3	1998	30.53	22.90	53.42	7.13	60.55	42.50	4.88	47.38	0.00	47.38	60.55	47.38	13.17
4	1999	32.67	24.50	57.16	7.63	64.79	42.50	5.22	47.72	0.00	47.72	64.79	47.72	17.07
5	2000	34.95	26.21	61.17	8.16	69.33	42.50	5.58	48.09	0.00	48.09	69.33	48.09	21.24
6	2001	37.40	28.05	65.45	8.73	74.18	42.50	5.97	48.48	0.00	48.48	74.18	48.48	25.70
7	2002	40.02	30.01	70.03	9.35	79.37	42.50	6.39	48.90	0.00	48.90	79.37	48.90	30.48
8	2003	42.82	32.11	74.93	10.00	84.93	42.50	6.84	49.34	0.00	49.34	84.93	49.34	35.59
9	2004	45.81	34.36	80.18	10.70	90.88	42.50	7.32	49.82	0.00	49.82	90.88	49.82	41.05
10	2005	49.02	36.77	85.79	11.45	97.24	42.50	7.83	50.33	0.00	50.33	97.24	50.33	46.90
11	2006	52.45	39.34	91.79	12.25	104.04	42.50	8.38	50.88	0.00	50.88	104.04	50.88	53.16
12	2007	56.12	42.09	98.22	13.11	111.33	42.50	8.96	51.47	0.00	51.47	111.33	51.47	59.86
13	2008	60.05	45.04	105.09	14.03	119.12	42.50	9.59	52.10	0.00	52.10	119.12	52.10	67.02
14	2009	64.26	48.19	112.45	15.01	127.46	42.50	10.26	52.77	0.00	52.77	127.46	52.77	74.69
15	2010	68.76	51.57	120.32	16.06	136.38	42.50	10.98	53.49	0.00	53.49	136.38	53.49	82.89
16	2011	73.57	55.18	128.74	17.18	145.93	0.00	11.75	11.75	0.00	11.75	145.93	11.75	134.17
17	2012	78.72	59.04	137.76	18.38	156.14	0.00	12.57	12.57	0.00	12.57	156.14	12.57	143.57
18	2013	84.23	63.17	147.40	19.67	167.07	0.00	13.45	13.45	0.00	13.45	167.07	13.45	153.62
19	2014	90.12	67.59	157.72	21.05	178.76	0.00	14.39	14.39	0.00	14.39	178.76	14.39	164.37
20	2015	96.43	72.32	168.76	22.52	191.28	0.00	15.40	15.40	0.00	15.40	191.28	15.40	175.88
Total 1996-2015		1,093.12	819.84	1,912.96	255.30	2,168.26	637.57	174.60	812.16	0.00	812.16	2,168.26	812.16	1,356.09
Present Value (a) 10% (1996 US dollars)		377.56	283.17	660.74	88.18	748.92	323.29	60.31	383.60	0.00	383.60	748.92	383.60	365.32

Notes: 1. All figures beyond 1995 are escalated at the rate of 7% per year, except the "rent" for lease-purchase which is the total cost fixed for 15 years.
2. Operating figures include maintenance and utilities.

Source: JCGP/CPSP.

62. Notwithstanding the foregoing, the inspector sees a need for guiding principles to govern decisions as to where and where not to construct new premises in view of the fact that the small size of United Nations system presence in some countries may not justify heavy financial investment in construction projects. In addition, these projects may not be justified in many middle income countries financially able to provide adequate and suitable common premises to the United Nations system in the field. Also important is the fluctuating character of the organizations' representation in some countries, which may increase or decrease depending on the number of ongoing projects, caseload of refugees and other humanitarian relief operations or peace-keeping activities. The proposed set of principles should aim to limit recourse to the construction option only to those countries and situations where it is absolutely justified.

63. The financing modality: So far the necessary start-up funds for construction of new premises have been provided from the reserve funds of three JCGP members (UNDP, UNICEF and UNFPA). These funds total just over US$60 million whereas the Sub-Group estimates that over US$ 417 million is required for its proposed construction programme. The relevant provisions of General Assembly resolutions mandating common premises in the field include no financial details or guidelines beyond the condition that common premises should be established "without any additional costs to the United Nations system or to developing countries".

64. In view of this, the Sub-Group has devised a modality for financing the construction of common premises, which relies on the use of private-sector funding of the development and construction costs on land donated tax-free by the host government, under a lease to own arrangement guaranteeing eventual ownership of the premises by the United Nations system over a minimum period of 10 years and a maximum period of 15 years. This modality has been endorsed by the United Nations Office of Legal Affairs as the only realistic approach to addressing the financing implications of General Assembly mandates regarding common premises in the field.

65. As stated by the Sub-Group, this modality presents the following advantages, including for the specialized agencies:

(a) members will be able to establish common premises without having to put out the capital cost of construction;

(b) the General Assembly's decision to prevent borrowing will not be contravened (as agreed by the United Nations Legal Office);

(c) the Convention on the Privileges and Immunities of the united Nations will not be compromised;

(d) United Nations system common premises will be established without any cost to developing countries except for the cost of the land to be donated by each country free of taxes.

66. Common Premises and Services Project (CPSP): The JCGP has endorsed the principle of setting up an independent inter-agency Unit to oversee and manage the programme for the construction and maintenance of common United Nations system buildings in the field and related services. Although it has been proposed to finance the Unit from a standard levy on each construction project the actual details have not yet been fleshed out, no doubt because the precise terms of reference of the Unit are yet to be drawn up.

67. The concept as such appears sound provided its implementation is geared effectively to guarantee optimal efficiency in the operation and management of common field establishments within its remit. Furthermore, working links would need to be determined between the proposed Unit and the Buildings Management Service of the United Nations Office of General Services, which is responsible for the management of United Nations Secretariat buildings in the field, such as those of UNEP and the regional economic commissions.

68. The proposed Unit should also be given a clearer mandate and appropriate means for the development of field common services, including staff services where necessary as discussed in the following chapter.

69. The Inspector recommends that the JCGP/CPSP be expanded to include all the specialized agencies so that the trend towards field common premises is comprehensive and system-wide. The feasibility of transforming the Unit into an ACC Sub-Committee or Project should therefore be studied and acted upon by ACC.

III. COMMON SERVICES

A. Scope

70. As stated in chapter I, one of the main objectives to be sought in the expansion of common premises is to enable the organizations to pool and streamline their support services in each country in order to reduce operating costs, achieve optimal efficiencies in programme delivery and free technical and programme officers from mundane administrative tasks so that they can concentrate on the substantive essence of their field assignment. The development and generalization of common services will therefore be dependent on the progress that can be achieved in establishing common premises.

71. The Inspector finds that support services common to United Nations system organizations at the country level are at present very rare indeed beyond those services traditionally provided by UNDP field offices to the common system. UNDP-provided services cannot be described as really "common" in the conventional sense, and their scope varies from one country to another. Moreover, in its drive to reduce overhead costs to the extent possible, UNDP is curtailing its central service role for the United Nations common system at the country level.

72. In cities where some degree of common premises has been achieved or where several organizations are housed in a single building (Addis Ababa, Bangkok, Jakarta, Kuala Lumpur, Windhoek, etc.), the few common services that do exist unevenly are very much limited in scope (cafeteria, telephone switchboard, reception, security, dispensary, cleaning). Programme-related services are generally excluded, like local personnel recruitment and administration, conference services, management information systems, public information and documentation services, procurement services, printing distribution and sale of publications, etc.

73. Further still, self-financed common staff services are in general either lacking or, where they exist, grossly inadequate in relation to needs, especially at hardship duty stations where the subject of this report evoked keen interest. Common staff services like housing, medical care (not just an infirmary) primary and secondary schools, well-supplied duty-free food store or commissary, etc., are considered indispensable to improving working and living conditions as well as staff morale generally, and to making field service appear more like a worthwhile endeavour than a punitive assignment.

74. It may be observed that the United Nations system is concentrating its activities and presence precisely in those low-income or least developed countries where the general deterioration of political and socio-economic conditions has adversely affected the quality and reliability of essential public and private services (where they exist at all) on which United Nations system field staff and their families must depend. In the view of field staff, United Nations system common services such as United Nations or international schools, medical services or duty-free commissaries which are available at major United Nations

system headquarters locations (New York, Geneva, Vienna) should ideally also be available in the field where they are more acutely needed than at headquarters duty stations. However, the generalization of common services is confronted to a number of practical obstacles.

B. Obstacles to common services

75. **Separate premises** are for practical reasons not conducive to the development of common services on any significant scale. Conversely, shared United Nations buildings in Addis Ababa, Bangkok, Nairobi, Vienna and Geneva (Palais des Nations) have facilitated the development of some common services.

76. **Different administrative and financial rules and procedures** amongst the organizations have been found to be a major obstacle to the central provision of programme support services even when organizations are housed in a single building. This particular obstacle has been obviated in the case of Vienna-based common services by delegating to each organization responsibility for the management of a number of common services for all participants, on the basis of agreed costing, operating and arbitration principles. The organizations' discrepant regulations, rules and procedures are in themselves a clear indication that the United Nations common system is either malfunctioning or that it has still not been implemented coherently and fully, as originally envisioned by the framers of the Relationship Agreements between the United Nations and the specialized agencies.

77. General Assembly resolution 44/211, in paragraphs 14, 17 (c) and 24 (a), calls upon the organizations to simplify and harmonize their rules, procedures and programming cycles for operational activities for development at the country level. While this subject has been addressed in the past several years by ACC sub-committees, and although some progress has been reported within the JCGP sub-system, the findings of this report provide no known instance whereby the organizations' field representatives in any country have succeeded to harmonize their administrative and financial rules and procedures.

78. Interviews with United Nations system field staff suggest that this will be well-nigh impossible to achieve without the equally impossible prior harmonization, at the global headquarters level, of the organizations' administrative and procedures manuals, budget and financial regulations and rules, which must be complied with by the organizations' respective field offices. Save for constitutionally field-oriented organizations (e.g. JCGP or WHO), most headquarters manuals, regulations and rules, including basic administrative forms and procedures, were apparently designed and developed with hardly field activities in mind. In the general view of field staff, especially of the specialized agencies, policies and procedures applicable to headquarters programmes are often inappropriate to the dynamic nature of field operations often requiring staff imagination, creativity and speedy reactions, as opposed to inhibitively glacial headquarters approaches.

79. It is further pointed out that harmonization of rules and procedures at the country level should aim to make the organizations' field operations coherent with the requirements of government management and execution of programmes, and not necessarily to facilitate the creation of common support services to be shared by the organizations. But the Inspector perceives no discrepancy between the two objectives since the pooling of services to reduce wasteful overlap should in principle bring about increased operational efficiencies and cost-savings for the benefit of government programmes.

80. Uneven degrees of delegated authority also present a major obstacle to the development of common services. Field representatives who cannot take decisions or commit budgetary resources without headquarters prior approval, which may take weeks if not months, are judged to be potentially unreliable participants in common programme support services.

81. Limited decentralization in some specialized agencies is also seen as an obstacle to the generalization of common services at field level. Organizations not sufficiently oriented towards field realities in their programme policies and operations may not appreciate the very special requirements of field operational activities, the advantages of merging support services or even the necessity of basic, staff services likely to improve staff productivity. There is a general feeling among field staff that most United Nations system organizations, other than the JCGP, including the United Nations Secretariat prior to its large scale involvement in peace-keeping operations, are not only headquarters-focused, but also tend to denigrate field service[3].

82. Separate representation agreements with host governments cater for the individual needs of the organizations and not of the United Nations system community at large within a given country. This fact has not enabled the organizations collectively to use more fully the provisions of the Vienna Convention on the Privileges and Immunities of the United Nations to develop and expand common staff services without any restrictions or prohibition. Special reference was made to the United Nations headquarters agreement with the Austrian Government as one example that could be built upon in evolving a standard representation agreement with specific clauses pertaining to essential services that the organizations may provide for themselves if and where necessary. It was also pointed out that if the organizations are required increasingly to compete with the private and para-public sectors in project execution, they should also be entitled to compete for the delivery of key services to their field staff, on a self-financing basis.

83. The foregoing obstacles are not insurmountable. There already exists within the United Nations system a number of joint programmes, divisions and inter-secretariat units within and outside ACC. The United Nations Joint Staff Pension Fund (JSPF), the Inter-Agency Procurement Services Organization (IAPSO) and the JCGP/CPSP provide extremely useful common service paradigms

[3]This fact has also been highlighted in JIU/REP/92/6: Decentralization of organizations within the United Nations system (Part I).

for the system. Additionally, common services of differing scope do exist in some locations (Addis Ababa, Bangkok, Geneva, Nairobi and Vienna).

84. In Nairobi especially, UNEP, UNCHS (HABITAT) and other organizations are now moving towards maximum programme support synergies, including a common personnel service and appointment and promotion body, common financial, conference, general support and procurement services, as wells as common library and information service, all of which correspond to the list of common services proposed by the JIU in table 7 (page 24). What is required therefore is to draw lessons of experience from successfully tested models of jointly operated services with a view to designing and developing a comprehensive United Nations system programme of common services, such that translates into concrete operational terms the normative framework of the United Nations common system in its pristine meaning deriving from the Relationship Agreements, as discussed in the introduction.

C. Programme of Common Services

85. JCGP-proposed common services: Table 6 lists a number of services which the JCGP Sub-Group proposes to operate in common at premises with staff varying in number from 50 and above. It can be observed that the proposed common services are very limited in scope and nature, and their cost-benefits are not likely to be meaningful. More important still, programme-support services, whose integration could yield appreciable overhead savings, are not included in the table. Also excluded are basic staff services which many field representatives in hardship locations consider to be particularly important because of their direct effects on the morale, health and productivity of field staff.

86. JIU-proposed common services, which are listed in table 7 are a revised list of services included in a questionnaire which the organizations were requested to complete for this study. The replies indicated general acceptance of the principle of common services, but with the same conditions and reservations expressed for common premises (e.g. efficiency and reliability of the services, standard and transparent cost-sharing system, no loss of operating autonomy for common service participants, etc.). Overall, the organizations preferred that 62.2 per cent of the services listed in table 7 be provided in common; 27 per cent to be provided by each organization for itself; 5.6 per cent to be subcontracted to the private sector; and 5.2 to be provided by other means.

87. Programme support services: Besides the regional economic commissions which consistently preferred to operate their own programme support services, no overwhelming preference was found for separate programme-related services, with the exception of local personnel recruitment and administration. Overall, however, the organizations were clearly more concerned about losing their operating independence and statutory identity than about achieving overhead cost savings through shared services.

Table 6: JCGP proposed facilities for common services

Common services to be shared by field staff numbering:

200 and above	50 - 200	50 and below
Reception	Reception	Reception
Telephone Switchboard	Telephone Switchboard	Telephone Switchboard
Mail and Pouch	Mail and Pouch	Mail and Pouch
Security	Security	Security
Cafeteria	Cafeteria	Cafeteria
Library	Library	Library
Conference Room	Conference Room	Conference Room
Cleaning Service	Cleaning Service	Cleaning Service
Drivers' Room	Rivers' Room	Drivers' Room
Daycare Center	Daycare Center	Daycare Center
Dispensary	Dispensary	First Aid
Multi-purpose room	Multi-purpose room	-
Travel Agency	Travel Agency	-
Banking Facility	-	-
External		-
Vehicle Maintenance	Vehicle Washing Platform	-
Warehouse facility	Storage facility	-
Gymnasium	-	-
Service Station	-	-

Remarks

Telex and facsimile will operate seperately.

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Table 7: JIU-proposed common services

(Additional to services listed in table 6 above)

A Common programme-support services to be cost-shared by the organizations	B Self-financing common staff services
1) Local personnel recruitment and administration	1) Medical service
2) Transportation	2) Housing/guest house
3) Servicing of experts, technical missions and visitors	3) Primary school
4) Conference services	4) Secondary school
5) Procurement of supplies and equipment	5) Commissary
6) Computer services and management information systems	
7) Library/documentation and public information services	
8) Publications distribution and sales	
9) Printing/duplication services	

88. As regards the "privatization" of certain services not involving the interpretation or application of financial and administrative rules, it was found that private-sector operators did not procure for the organizations any consistent advantages, especially in terms of cost-benefits, efficiency or reliability of services provided. At many duty stations, private sector services of acceptable quality are rare. Where they exist there seems to be an invariable tendency to over-bill United Nations organizations and agencies. Cost and quality control is as difficult as legally enforcing the application of service contracts with the private sector.

89. World-wide strategy for common services: In the expectation that common services as advocated in this report for the field offices will also be applicable in due course at all major headquarters locations, it would be reasonable to envisage a rationally interdependent world-wide network of United Nations system common service centres that takes full advantage of the global character and presence of the organizations to reduce their operating costs to the maximum extent possible. Such a strategy is commonly used by transnational corporations in many ways to reduce costs, especially in the procurement of goods and services or location of industries around the world.

90. The United Nations system, which is arguably the most extensive "multinational" on earth, could employ a similar cost-reduction strategy to guide the development of a global programme of common services with horizontal and vertical links. Examples of such services which could generate cost-savings and procure other advantages if efficiently organized and managed include:

(a) World-wide procurement of goods and services at advantageous costs; printing services for example are reported to be substantially less costly in some countries than in others, at comparable quality. For the bulk procurement of supplies around the world, United Nations system multipurpose common service centres in each country could be linked to the United Nations Inter-Agency Procurement Services Organization (IAPSO) in Copenhagen.

(b) The promotion, distribution and sale of United Nations system publications by local common services would increase revenue from publications and extend their penetration.

(c) Organization of conferences and meetings of United Nations system organizations, where local common service centres could be charged with preparatory organizational details and provide core logistical support.

(d) Express pouch/mail services, which could drastically reduce the present costs of the organizations' reliance on private international express mail services.

(e) United Nations system libraries/documentation centres in each country, supplied and supported by the organizations' headquarters libraries and information centres, would be vital in keeping field staff and experts as well as the general public informed about the organizations' activities.

(f) A computerized United Nations system management information service at the country level would rationalize the collection, storage and retrieval of field programme information, and facilitate global data flow horizontally and vertically amongst the organizations.

91. The above examples are only indicative of ways and means by which the United Nations system could use its unique common system framework and global spread to develop common service centres that are not only cost-effective in themselves, but also are rationally networked to make the organizations' world-wide operations more interdependent and efficient and less costly to the Member States.

92. Common staff services listed in table 7, and similar to those commonly provided by some diplomatic missions for their field staffs, should also be considered on a case-by-case basis for inclusion in the proposed programme of common services in view of the strong need expressed for these services by field staff, especially in hardship locations. Broadly the same principles and criteria proposed for the construction of common premises could also apply to the provision and management of staff services, with the fundamental difference that staff services should be self-financed in all cases.

93. Effective cost-recovery rules and guarantees should be agreed upon in advance by the organizations concerned, preferably at the level of ACC, to preclude any financial liability to them. Where construction may be required for such services, the lease-to-purchase modality could equally be applied. It also goes without saying that some staff services, such as primary or secondary school, would also be accessible to the wider diplomatic community at the country level, as well as to the general public.

94. It is understood that UNDP is currently reviewing whether or not to continue its support for staff housing, following accumulated rental arrears that are proving difficult to recover. While external audit recommendations on this problem must be complied with, it also needs to be pointed out that what seems to be in question is the proper financial management of UNDP's staff housing service and certainly not the clear need, in certain locations, for a United Nations system common housing service, as emphasized by field representatives. Because the same problem could arise with respect to the construction of common premises under a lease-to-purchase modality, as much as to any other common service, foolproof cost-recovery guarantees will be indispensable to the financial sustainability and successful management of any common service and, by extension, of the overall programme of common premises and services.

95. In this connection it may be worthwhile to draw on the experience of the WHO Regional Office for Africa in Brazzaville (Congo) and of the International Institute of Tropical Agriculture (IITA) in Ibadan (Nigeria), both of which have a long record of successful management of self-financed staff services.

96. The findings of this report suggest the need to highlight two key aspects about social services for field staff. Firstly, the limited availability or very poor quality at some duty stations of the social services listed in table 7 above, has direct adverse effects on the day-to-day performance and productivity of field staff, as well as on their morale, mental and physical health. Poor housing conditions, for example, expose staff to various forms of aggression and security risks, which are of acute concern especially to single female staff. At high-risk duty stations, staff report cases of frustration, job absenteeism, alcoholism and frequent medical evacuations, all of which are costly to the organizations, negatively affect their field programmes and amount to social neglect of their field human resources.

97. Secondly, the provision of some staff services could also be geared towards cost-savings for the organizations, besides other advantages:

(a) Provision of staff housing services at some duty stations could have implications for post adjustment levels for those duty stations.

(b) Efficiently managed United Nations schools relying essentially or partly on locally available resources (e.g. spouses of United Nations system field staff), could have implications for the level of reimbursable education costs and education grant travel costs for dependants obliged to study abroad for lack of adequate education facilities at their parents' duty stations. UNESCO's expertise in this sector could be particularly useful in the development of standards and perhaps in the management of such schools.

(c) Fully-equipped United Nations system medical services (not just infirmaries as at present) could reduce the level of reimbursable medical costs, help check abusive medical claims and sick leave requests, and limit the number of costly medical evacuations abroad. The expansion of joint medical services in the field would probably require a review of the present modality for financing this service globally. Since the organizations already contribute substantially to staff health insurance schemes, the feasibility should be studied of a self-financing modality for joint medical services, and their management as a global project should be more clearly structured and perhaps fully delegated to WHO.

(d) Where the most essential social services described above are provided at hardship duty stations, the possibility could be examined of discounting the hardship element from remuneration packages and other entitlements, such as accelerated home leave.

IV. ROLE OF ACC

98. The subject of this report is sharply relevant to the mandate and role of ACC both at the level of executive heads and of its main subsidiary bodies, particularly CCAQ. Because all ACC members have a global constituency and the majority of them have field offices, albeit at different levels, the question of field common premises and services should properly be tackled as a major priority item on the ACC agenda, and not left exclusively, as at present, to the diligence of JCGP organizations.

99. More important still, this report is essentially about how the organizations can make more effective use of the United nations common system mechanism to achieve significant economies of scale, reduce their programme overhead expenditures, and strengthen the effectiveness of their world-wide operations. The need to check and possibly reverse the ever rising costs of programme delivery has been emphasized increasingly by the Member States. It is therefore a topical issue which concerns all ACC members.

100. The development and expansion of field common premises and services as discussed in this report should accordingly be seized by ACC members as a unique opportunity for reducing the infrastructural and operational costs of their field representations, and for more effective collaboration to achieve United Nations common system goals at the country level. On the basis of the cost benefits projected in table 5 for the construction of common premises, and taking into account further cost benefits likely to flow from the pooling of programme support services within common premises, it can be estimated that the overall financial savings to be derived by the United Nations system from the proposed programme of common premises and services in the field could approach <u>one billlion US dollars</u> over a period of 10-15 years.

101. In view of the above, the Inspector recommends that the executive heads of ACC should set up a special <u>Ad-hoc Task Force</u> to review in greater depth the practical and other modalities for implementing the ideas, proposals and recommendations developed in this report. The Task Force should be assisted by the JCGP/CPSP, and should submit its report to the executive session of ACC by the autumn of 1995.

V. CONCLUSION

102. Although the Inspector acknowledges some practical difficulties in the development and expansion of United Nations system common premises and services, the findings of this report leave no doubt that it is feasible to implement the relevant provisions of the General Assembly resolutions on this subject. At a time of declining development resources world-wide and Member States' growing emphasis on streamlined management structures and accountability, the generalized implementation of the concept of a unified United Nations system presence and structure holds out prospects for significant savings on establishment and operating costs associated with the organizations' field operations. However, only the JCGP organizations are so far actively involved in the development of integrated field structures and services. In this respect the work already accomplished by the JCGP Sub-Group on common premises and services commendably paves the way to be followed by other member organizations of ACC, which should seize this unique opportunity of reducing the overhead costs of their field programmes.

103. The specialized agencies, including those with no field representation as yet, also have a stake in the achievement of common premises and services in the field in view of the new policy dispensations regarding operational activities for development, which require all organizations to be more field-oriented in their programme policies and strategies and to decentralize staff and authority to the field level. Common premises and services would enable the organizations to operate truly as a System, to serve as a model of excellence in the host countries, to stimulate the flow of ideas and information as well as the sharing of programme instruments essential to their field mission.

104. The Inspector concludes that the executive members of ACC should set up an Ad-hoc Task Force to work out the practical, financial, legal and other modalities for implementing the ideas and recommendations developed in this report. Furthermore, consideration should be given to the feasibility of transforming the JCGP Sub-Group on common premises and services into a sub-committee or Project of ACC with a view to evolving a system-wide and global approach to the implementation of integrated field structures and facilities, bearing in mind the need for cost savings and for improved working and living conditions for field staff, especially at hardship duty stations.

Annex

COMMON PREMISES
AS OF AUGUST 1994

COUNTRY	SHARING	SEPARATE PREMISES	REMARKS ON COMMON PREMISES
AFGHANISTAN	UNDP/UNFPA/WFP/ UNIC/FAO/UNOCA	WHO, UNGOMAP, UNICEF	
ALGERIA	UNDP/UNFPA/WFP/ UNICEF/UNHCR/ILO/UNIC		
ANGOLA	UNDP/UNFPA/UNICEF/ WFP/UNHCR/UNIDO/ WHO/FAO/OCN/UNAVEM/ UNTAG		Expansion of common premises under way
ARGENTINA	UNDP/UNIDO	UNHCR, ILO, WHO, UNIC, ECLAC	
BAHRAIN	UNDP/UNICEF	UNHCR, UNIC, ITU, UNEP (ROMA)	
BANGLADESH	UNDP/UNFPA/UNIDO	IBRD, IMF, WFP, UNIC, UNHCR, WHO, ILO, FAO, UNICEF	Awaiting land from Govt. to construct common premises using private sector funds
BARBADOS	UNDP/WFP/UNIDO/ UNIFEM/UNFDAC	WHO (PAHO), FAO, UNICEF	Govt. has donated land; negotiations in progress
BENIN	UNDP/UNFPA/WFP/ UNCDF	UNICEF, UNHCR, WHO, FAO, IBRD	Land donated by Govt.
BHUTAN	UNDP/UNFPA/UNICEF/ WFP/FAO	WHO	
BOLIVIA	UNDP/UNFPA/WFP/ UNFDAC/UNIC/FAO/ UNIDO	UNICEF, IBRD, IMF, WHO	Proposals for RR to purchase premises Negotiations in progress
BOTSWANA	UNDP/UNFPA/WFP	UNHCR, UNCN, WHO, UNICEF	
BRAZIL	UNDP/UNFPA/WFP/ UNIDO/UNESCO	UNICEF, UNHCR, ILO, FAO, WHO, UNIC, IBRD, ECLAC	Land donated by Govt.
BURKINA FASO	UNDP/UNFPA/WFP/ UNESCO/FAO/UNIC/ UNIDO/UNCDF	IBRD, WHO, UNICEF	

COUNTRY	SHARING	SEPARATE PREMISES	COMMON PREMISES IN PROGRESS
BURMA (Myanmar)	UNDP/UNIC	WHO, FAO, UNFDAC, UNICEF	Transfer of land under negotiations
BURUNDI	UNDP/UNFPA	WHO, IBRD, UNIC, UNHCR, FAO, WHO, UNICEF, WFP	Still negotiating donation of land
CAMEROON	UNDP/UNIDO	UNHCR, FAO, WHO, IBRD, IMF, ILO, UNIC, ITU, UNFPA, UNICEF, WFP	Land to be identified by Govt.
CAPE VERDE	UNDP/WFP	FAO, WHO, UNICEF	Common premises under construction
CENTRAL AFRICAN REPUBLIC	UNDP/WFP/UNCDF	UNHCR, FAO, WHO, IBRD, UNICEF	Transfer of Hotel under negotiations
CHAD	UNDP/WFP/FAO	WHO, UNICEF	Negotiations in progress
CHILE		UNHCR, ILO, FAO, UNDP, UNICEF, UNESCO, WHO, ITU, ECLAC	Feasibility studies under way
CHINA	UNDP/UNHCR/WHO/ UNFPA/WFP	UNICEF, UNESCO, IBRD, ILO	
COLOMBIA	UNDP/UNFPA/WFP/ UNCHS/UNFDAC	ECLAC, IBRD, FAO, ITU, WHO(PAHO), UNIC, UNICEF	
COMOROS	UNDP/WFP	WHO, UNICEF	Common premises under construction
CONGO	UNDP/UNFPA/WFP/ UNHCR	UNICEF, FAO, IBRD, WHO, UNIC	
COSTA RICA	UNDP/WFP	UNHCR, ILO, WHO, FAO, UNESCO, ECLAC	
CÔTE D'IVOIRE	-UNDP/UNFPA/ -UNICEF/WFP	WHO, IBRD, IFC, IMF, ILO	Govt. has donated building
CUBA	UNDP/WFP	UNESCO, FAO, WHO	
CYPRUS		UNDP, UNHCR, FAO, UNFICYP	
DJIBOUTI	UNDP/UNFPA/WFP/ WHO	UNHCR, FAO, UNICEF	

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COUNTRY	SHARING	SEPARATE PREMISES	REMARKS
DOMINICAN REPUBLIC	UNDP/FAO	UNICEF, WHO, INSTRAW	
ECUADOR	UNDP/UNFPA/WFP/ UNFDAC/UNIDO/FAO/UN ESCO(COM)	WHO, UNESCO, UNICEF	Negotiations in progress; land tenure problem
EGYPT	UNDP/UNFPA/WFP/ UNIDO	UNHCR, UNRWA, UNICEF, UNTSO, FAO, ILO, WHO, UNESCO, ICAO, UNIC, IMF, IFC	Negotiations in progress
EL SALVADOR	UNDP/UNFPA/UNIC/WFP	UNHCR, FAO, WHO(PAHO) UNICEF	
ERITREA			Govt. has accepted to donate land
EQUATORIAL GUINEA	UNDP/WFP	WHO, FAO, UNICEF	Puchase of building
ETHIOPIA	UNDP/UNFPA/UNICEF/ WFP/ILO/UNESCO/ECA/ UNIC/WHO/UNIDO	UNHCR, UNREC, FAO, IBRD	
FIJI	UNDP/UNFPA/UNIDO	WHO, ILO, UNICEF	
GABON		UNDP, WHO	
GAMBIA	UNDP/UNFPA/WFP	WHO, FAO, UNICEF	
GHANA	UNDP/UNFPA/WFP/ UNHCR	FAO, IBRD, IMF, WHO, UNIC, UNICEF	Common premises far advanced
GUATEMALA	UNDP/UNFPA/WFP/	UNHCR/WHO(PAHO), UNICEF	
GUINEA	UNDP/UNFPA/WFP	FAO, WHO, IBRD, UNICEF, IMF, UNCDF	Negotiations initiated on basis of private sector funding
GUINEA-BISSAU		UNDP, UNICEF, WFP, FAO, WHO	Common premises under construction
GUYANA	UNDP/UNICEF/WFP/FAO	WHO (PAHO)	
HAITI	UNDP/UNFPA/UNIDO/ UNCDF	UNESCO, WHO, UNICEF, WFP, FAO, IMF	
HONDURAS	UNDP/UNFPA/WFP/ UNICEF/UNHCR/UNIDO/ ITC	FAO, WHO (PAHO), ITU	
INDIA	UNDP/UNFPA/UNIDO/ UNIC/FAO/IBRD	UNICEF, WFP, ILO, ITC, UNESCO, WHO	

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COUNTRY	SHARING	SEPARATE PREMISES	REMARKS
INDONESIA	UNDP/UNFPA/WFP/ UNIDO/ILO/WHO/ UNESCO/FAO	IBRD, IMF, ITU, UNHCR, IFU, UNIC, UNICEF	
IRAN (ISLAMIC REPUBLIC OF)	UNDP/UNICEF/WFP/ UNIC/UNOCA	UNHCR, WHO	
IRAQ	UNDP/UNHCR	ESCWA, FAO, WHO, UNICEF	
JAMAICA	UNDP/UNFPA/WFP/ UNIDO	UNESCO, FAO, IMF, UNICEF, WHO (PAHO), UNLOS	
JORDAN	UNDP/UNFPA/WFP/ UNCHS	UNRWA, WHO, UNTSO, UNICEF, UNESCO (ROSTAS), UNESCO (UNEDBAS)	
KENYA	UNDP/UNFPA/WFP/ UNIDO	UNHCR, UNESCO, WHO, IBRD, IFC, ICAO, UNEP, UNIC, UNICEF	Common premises under way
KUWAIT		UNDP, ILO, UNESCO, FAO	
LAO PEOPLE'S DEMOCRATIC REPUBLIC	UNDP/UNFPA/WFP	UNHCR, WHO, FAO, UNICEF	Invitation to tender on common premises
LEBANON	UNDP/WFP	UNHCR, WHO, UNIFIL, UNTSO, UNIC, UNARDOL, UNESCO, UNICEF	
LESOTHO		UNDP, UNICEF, WFP, UNHCR, FAO, WHO, UNIC	
LIBERIA	UNDP/UNFPA/WFP	UNICEF, UNHCR, FAO, WHO	
LIBYAN ARAB JAMAHIRIYA		UNDP, WHO, UNIC	
MADAGASCAR	UNDP/UNIDO	UNICEF, UNFPA, WFP, WHO, ILO, IBRD, UNIC	
MALAWI	UNDP/UNFPA/WFP/UNHCR	UNICEF, FAO, WHO, IBRD	Inter-agency discussions under way for common premises
MALAYSIA	UNDP/UNFPA/UNESCO (COMM)/UNDP/FAO (GROUP)/UNCTAD (GSP)	UNICEF, UNHCR, WHO	

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COUNTRY	SHARING	SEPARATE PREMISES	REMARKS
MALDIVES		UNDP, UNICEF, WHO	Common premises completed
MALI	UNDP/WFP	WHO, UNICEF, IBRD, IMF, FAO	Govt. donated land
MAURITANIA		UNDP, UNICEF, UNFPA, WFP, FAO, WHO, IBRD	
MAURITIUS	UNDP/UNFPA	UNICEF, WFP, WHO	
MEXICO	UNDP/UNFPA/WFP/ UNEP/UNIDO/ECLAC/ UNIC/UNCHS	FAO, UNESCO, WHO, UNICEF, ILO, ICAO, IBRD, UNHCR	
MONGOLIA		UNDP, WHO	
MOROCCO	UNDP/UNFPA/WFP	UNICEF, UNHCR, FAO, WHO, UNIC, ECA (SRO)	Discussion initiated with Govt. for donation of land
MOZAMBIQUE		UNDP, UNICEF, UNFPA, WFP, UNHCR, FAO, WHO	
NAMIBIA			rented common premises. Govt. willing to donate land
NEPAL	UNDP/UNFPA/UNICEF/ WFP/FAO/WHO/UNIC/ ILO/ UNIFEM/UNIDO		
NICARAGUA	UNDP/UNFPA/WFP/ UNIC	UNHCR, FAO, WHO, UNICEF	
NIGER	UNDP/UNFPA/WFP/ECA (MULPOC)	FAO, WHO, IBRD, UNICEF	
NIGERIA	UNDP/UNFPA	UNHCR, FAO, WHO, ILO, IBRD, UNESCO, UNIC, UNICEF	
OMAN		UNDP, UNICEF, WHO	
PAKISTAN	UNDP/FAO/WHO/ UNFDAC/UNIDO/UNV	UNICEF, UNFPA, WFP, UNHCR, ILO, UNIC, UNESCO, UNOCA, IBRD, UNGOMAP, UNMOGIP	Negotiations under way to construct common premises using private sector funding
PANAMA		UNDP, WHO, UNIC	
PAPUA NEW GUINEA	UNDP/UNICEF/UNHCR	WHO	

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COUNTRY	SHARING	SEPARATE PREMISES	REMARKS
PARAGUAY	UNDP/UNFPA/WFP/ UNIC	UNICEF, WHO, WMO	
PERU	UNDP/UNFPA/WFP/ UNIDO/UNIFEM/ UNFDAC	UNICEF, UNHCR,ILO, FAO, UNIC,WHO, ICAO	
PHILIPPINES	UNDP/UNFPA/ILO/ UNICEF/WFP/FAO/ UNIC/UNIDO	UNHCR, WHO, IBRD, IMF, IFC	
QATAR		UNDP, UNESCO	
REPUBLIC OF KOREA	UNDP/UNFPA	UNICEF, WHO	
ROMANIA	UNDP/UNIC		
RWANDA	UNDP/UNFPA/WFP/ UNV	UNHCR, WHO, FAO, IBRD, UNICEF	
SAMOA	UNDP/FAO/UNESCO	WHO	
SAO TOME AND PRINCIPE	UNDP/UNICEF/WFP		Construction of common premises under way
SAUDI ARABIA	UNDP/UNHCR/WFP	UNICEF, WHO, IBRD	
SENEGAL	UNDP/UNFPA/WFP/ UNIDO	UNHCR, FAO, ILO, UNESCO, UNICEF, ICAO, UNIC, WHO, IBRD, UNITAR	Land already donated by Govt.
SIERRA LEONE	UNDP/UNFPA/WFP/ UNIDO/WHO	UNICEF, UNHCR	
SOMALIA	UNDP/UNFPA	UNHCR, FAO, WHO, IBRD, UNICEF, WFP	
SOUTH AFRICA			Govt. approached for single building to house all agencies
SRI LANKA	UNDP/UNFPA/WFP/ UNIC/FAO/UNIDO/ UNV/DDS/ILO	WHO, ITU, IBRD, IMF, UNICEF	Discussions under way to create common premises
SUDAN	UNDP/WFP	UNHCR, FAO, WHO, IBRD, UNIC, UNICEF	Feasibility study under way
SWAZILAND	UNDP/UNFPA/WFP/ UNICEF	UNHCR, WHO	
SYRIAN ARAB REPUBLIC		UNDP, UNICEF, UNFPA, WFP, FAO, WHO, UNDOF, UNTSO	

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COUNTRY	SHARING	SEPARATE PREMISES	REMARKS
THAILAND	UNDP/UNFPA/WFP/ UNIC/UNIDO/ILO/ UNHCR/UNEP/ESCAP	IBRD,ICAO, UNESCO, ITU, UNICEF	
TOGO	UNDP/UNFPA/UNIDO	UNICEF, WFP, UNHCR, IBRD, IMF, UNIC, WHO, FAO	Govt. donated land
TRINIDAD AND TOBAGO		UNDP, FAO, WHO (PAHO), ILO, UNIC	Negotiations in progress to acquire common premises
TUNISIA	UNDP/UNFPA/WFP/ UNIC/IBRD	UNICEF, UNHCR, FAO, UNEP, UNESCO	
TURKEY	UNDP/UNFPA/WFP/ ILO/UNIC/FAO/UNIDO/ WHO	UNHCR, IBRD, UNICEF	
UGANDA	UNDP/UNFPA/WFP/ FAO	UNHCR, IBRD, IMF, WHO,UNICEF	
UNITED REPUBLIC OF TANZANIA	UNDP/UNFPA/WFP/ UNIDO	UNHCR, FAO, ILO, WHO, IBRD, UNESCO, UNICEF	
URUGUAY		UNDP, FAO, ILO, WHO (PAHO), ECLAC, IMF, UNESCO	
VENEZUELA		UNDP, WHO, UNESCO	
VIET NAM		UNDP, UNICEF, UNFPA, WFP, FAO, WHO, UNHCR	
YEMEN	UNDP/UNFPA/WFP	UNICEF, WHO, FAO	
YUGOSLAVIA	UNDP/UNIC	UNHCR	
ZAIRE	UNDP/UNFPA/WFP/ UNHCR/ILO/UNIC/ UNIDO/FAO	IBRD, IMF, UNESCO, UNICEF	Govt. donated land
ZAMBIA	UNDP/UNFPA/WFP/ UNIDO/UNICEF	UNHCR, WHO, ILO, FAO, UNESCO, ECA(MULPOC), UNIC, UNIN	Construction of common premises completed
ZIMBABWE	UNDP/UNFPA/WFP	UNHCR, FAO, WHO, UNIC, UNESCO, IBRD, ITU, UNICEF	